[illegible] PHYSICAL STRUCTURE AND CULTURAL CHANGES

Evergreen oaks, which are relicts of greater aridity, persist—although a little [illegible] than in [illegible]—but tall shrubs are [illegible] low [illegible], and a few [illegible] of dwarf bushes and flowers take their place. Because of the more open nature of the vegetation, which rarely exceeds 3 feet in height, perennial plants are thriving, and for some weeks after the spring rains, a carpet of flowers and herbs makes a striking display. Georgian is often [illegible], with here patches of red and [illegible] with plants. (Fisher, 1916, p. 71.)

Mammalian fauna are very sparse indeed, as a matter of fact, as far as the [illegible] fauna is naturally [illegible]. Snakes, however, are fairly numerous, and all regarded as being poisonous, and are killed on sight. Small lizards, spiders, [illegible], centipedes, moths, scorpions, and large, wood-eating beetles are prominent among the other creatures which were observed. Birds are few, probably because those which venture into the district are generally shot, when if they are so small as sparrows. Flies are numerous, and there are some mosquitoes.

THE DISTRICT OF AL-QURNA

Now that its physical characteristics have been described, the question arises, Do what basis can Al-Qurna be considered to be a distinct district? The name, according to several informants, means "corner," and it is the impression of the writer that it is used primarily only by the inhabitants of the district itself. There is no sense of remote, it has two features which set it apart from the land immediately surrounding it. It rises particularly abruptly and noticeably from the sea, and from the south, as from the border of el-Bard, the ridge upon which Kfarsel and [illegible] are built leaps up definitely higher than the eastern land, from which it is separated by an arroyo, the Wadi Ba'lalee. These distinctions are, however, rather minor, and, as far as is known, the people themselves do not perceive them. Within el-Qurna there is little of a physical nature to account for its being set apart as a unit. The land is sharply rolling, and the terrain consists, essentially, of three ridges which run roughly at right angles to the shore line. Upon the largest and highest of these, the three northern villages are built. Ghaytoun and Mensaf are on the second, middle one, and the third has been constructed upon above. Such features are typical of most of the coastal zone from Jbeil to Tripoli.

Al-Qurna is not a political unity. It is simply a locality in Kfarsema, one of [illegible] several districts in the Province of Mount Lebanon which is one of the five provinces into which the Republic is divided. Al-Qurna does contain six political units, each with its elected mayor and council, as well as its own church. These are the villages of Bsalloun, Ghaytoun, Ghaytoun, Mensaf, [illegible], and Kfarsel. Lower Bsalloun is mainly an adjunct of the village proper. For political purposes, Bakfa is a part of Ghaytoun. Kfifel and Tanglo belong to Mensaf. Ba'lalee is a part of Kfarsel. For other than political purposes, the people consider themselves to be seven, rather than six, villages, separating Bakfa from Ghaytoun. Of the seven,

[illegible]

672. Since 1946, public school students have had the option of taking French or English (*Ibid.*, p. 431), and in Mawjil English is the universal choice.

The national school follows more or less the same pattern, at the same and also more advanced levels, but of course the country is free to choose his own texts and to present his courses as he chooses. The one in Mawjil is very much concerned with having up-to-date books (American and English), and holds its pupils and students up to strict hygienic standards. The school has a modern toilet, and the drinking water is filtered.

THE 'SPORT CLUB'

674 The building which houses the government school is also the centre of the 675 Sport Club which was founded by the young people of the village about 1956.

[illegible] The building has a large central room in which there is a stage and [illegible] two tables for playing cards and other games. There are four side-rooms, one of which has a stock of books and pamphlets and is the headquarters of the club. The other three are schoolrooms, equipped with small wooden desks for the students and schoolboards. The large room is used as an everyday meeting place for the adolescents and young adults. It is also used for the annual play. In fact, it appears that though the club itself is new, it has formed already existing activities, such as the plays and volleyball games, but has not initiated any new kinds of activity. It is active as a unit only in the summer when there are many older students and young adults in the village on vacation, and it could easily be outlawed. It was by [illegible] that the present name of the club's coming into existence is the need of the [illegible] organization [illegible] exercises. There was no need for this before the beginning of the recent changes in the culture.

VILLAGE GOVERNMENT

6.34 The village government consists of a mayor (*mukhtar*) and a four-man 6.35 council of elders (*'ahali shiyukhiyyah*). All five men serve concurrently for a term of four years. They are elected by the men of the village who have attained the age of twenty-one. The present mayor (C.XXX) has held the office for about twelve years. The tenure of his predecessor (B.XXX), who was his father-in-law, extended back to about 1930.

[illegible] The present municipal statutes of Lebanon define three types of community. Below is a list by field. There follow one hundred and twenty "incorporated" towns. The remainder, about 1300, of which Mawjil is one, are classed as "non-incorporated" villages. The unincorporated villages are governed according to the *Loi des Moukhtars* of 1930 (Beirut, 1930), p. 1). Before 1930, the unincorporated villages were governed under the provisions of the Ottoman Vilayet Law of 1864 which, at the local level, was originally a formalization of the traditional pattern of government by a council of heads of households, one of whom was chosen as [illegible]

CARTE DU LIBAN

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MONT LIBAN
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MUNICIPAL GOVERNMENT IN THE LEBANON

I. THE GENERAL MUNICIPAL CODE

The history of municipal government in the Republic of Lebanon goes back only to the Ottoman Municipal Law of 1877 which was largely based upon the Code Napoleon. The transition to the new municipal code promulgated in 1922 after the establishment of the French mandatory regime was comparatively simple. The general framework remains much the same with minor differences in procedure, particularly in the degree of centralization.

With only 130 incorporated municipalities among the 1300 odd towns and villages of Lebanon and with only eight of these with a population of more than ten thousand, no very elaborate code is required. The only large city, the capital, Beirut, with a population of 130,000, like the capital of France, is organized under a separate law. All the other municipalities of Lebanon are chartered under Arrêté No. 1388 of March 10, 1922[1] while the hundreds of unincorporated villages are governed through the institution under the *Loi des Moukhtars* of January 13, 1930.[2]

Municipal affairs are supervised and controlled by the national government through the Ministry of the Interior by means of its administrative officers in the various levels of local government. The Republic is divided into five principal administrative districts, each headed by an appointed administrateur (*mutasarrif*). The districts are in turn sub-divided into eighteen *kadas* each under the administrative control of an appointed *kaimmakam*.[3] Through French counsellors attached to the more important administrative posts the entire system is brought under the directing authority of the French High Commissioner.[4] All these officials exercise a constant and vigilant surveillance over the municipalities within their jurisdiction with powers even more extensive than those of the prefects in France, thus bringing municipal government well within the highly centralized system of national government.

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1. George Young, *Corps de Droit Ottoman*, (The Clarendon Press, Oxford, 1905), Vol. 3, p. 68.
2. Recueil des Arrêtés et Décisions du Grand Liban, 1920–1931, (Imprimerie du Lebanon, Beyrouth, 1932), p. 302.
3. Journal Officiel de la République Libanaise (Imprimerie du Lebanon, Beyrouth, No. 3, 1926, p. 1.
4. [illegible] Art. 68, No. 7, 1926, p. 1 (Formerly the Lebanon was divided into 14 *mudirs* (districts).
5. All decisions and orders of the Administrator must be signed by the French counsellor. Arrêté No. 1388, Art. 31.

[illegible]

III. ADMINISTRATION OF TOWNS AND VILLAGES

437 Until 1938 the administration of unincorporated towns and villages of the Lebanon was carried on under the provisions of the Ottoman Vilayet Law of November 8, 1864, and January 23, 1871.[1] On January 13, 1938, a new code was promulgated under the title *Loi des Mouhtars*,[2] which forms the present basis of village organization and administration.

Under this law every community of at least fifty inhabitants is administered by a mouhtar and a council of elders.[3] Under the law of 1938, as under the Turkish regime, these officials were elected but by Décret-Loi No. 3 of February 3, 1938, provision is made for their appointment by the Minister of the Interior upon the nomination of the administrator of the district.[4]

Composition of Council of Elders.

438 [444] The councils are composed of from two to six members under the presidency of the mouhtar. There are two members in villages of less than 500 inhabitants, four in villages having from 500 to 1500, six in towns of more than 1500.[5] In towns of more than 2500, the quarters are organized separately with their own mouhtar and council. New quarters may be constituted only by decree of the Minister of the Interior.[6]

Tenure of Office.

439 440 The mouhtar and councilors hold office for a period of four years and are eligible for reelection or reappointment.[7] The candidates must be registered voters in accordance with the provisions of the national electoral law[8] and domiciled in the village or quarter which they represent. They must be at least twenty-five years of age and able to read and write. If there are no literate eligible

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1 Young, op. cit., Vol. I, pp. 94-95.
2 Doc. OE, No. F-429, p. 4.
3 Loi des Mouhtars, loc. cit., Art. 1.
4 Doc. OE, No. F-429. The electoral procedure under the 1938 law was the same as for the election of municipal councils; no provision for nomination of candidates was required.
5 Loi des Mouhtars, loc. cit., Art. 4.
6 Loi des Mouhtars, loc. cit., Art. 5.
7 Ibid., Art. 7.
8 Supra, p. 6.

He is responsible for persuading the inhabitants to enroll their children in the schools. He supervises the protection of antiquities and must notify the proper authorities of any cases of vandalism or theft perpetrated thereon.[1]

§ 455

Miscellaneous Provisions

§§ 456 457

The mukhtar and councilors serve without pay. However, the former is authorized to charge a fixed fee for his services in issuing the various certificates required for his office. This fee is set by the central government. Although he retains the money, he must keep strict account of all such receipts on forms prescribed by the Ministry of Finance. He is forbidden to accept any recompense other than the authorized fee.[2]

A mukhtar may not absent himself from his village for more than ten days without prior authorization from the administrator. During his absence, he is replaced by the senior member of the council of elders.[3]

In case of any fault committed by either a mukhtar or a council member in their official capacities an investigation is made by the administrator who reports thereon to the Minister of the Interior. The latter may institute judicial action against the accused, who may not be reinstated in office unless acquitted and absolved.[4]

No preliminary authorization is required by third parties for the institution of judicial suit against a mukhtar or councilman for an offense committed outside of his official capacity.[5]

§ 458

With regard to all other matters of local administration and control the towns and villages are under the authority of the Minister of the Interior acting through the administrators and [illegible] with the advice and assistance of the various administrative councils.[6]

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1. Let the Ordinance, loc. cit., Art. 21.
2. Ibid., Art. 22.
3. Ibid., Art. 24.
4. Ibid., Art. 25.
5. Ibid., Art. 26.
6. Decree-Law No. 6, June 1936, No. 8, 1/9

Appendix A.

LIST OF INCORPORATED MUNICIPALITIES

DISTRICT OF BEIRUT

Municipality	Budget L.L.A.	Population
Beirut	825,000	150,000

DISTRICT OF MOUNT LEBANON

Municipality	Budget L.L.A.
Chtaura	900
Furn El Chebbak	900
Anaya	800
Choueifat	800
Aley	1,777
Ouzai	870
Bhamdoun	1,500
Dhour Choueir	1,100
Broumana	970
Ras El Metn	780
Jdeide	750
Zouk	5,000
Kfar Chima	4,500
Kfar Yassine	650
Ghazir	650
Dhour Choueir	2,500
Jounieh	4,000
Antelias	800
Bickfaya	750
Baabda	740
Ghazir	2,000
Aramoun	800
Kornayel	650
Aley	1,500
Choueifat	1,000
Antelias	1,000
Ras El Metn	1,500
Broumana	1,500
Jdeide	1,000
Kfar Matta	1,000
Bsalim	1,000

● 134

District of Mount Lebanon (Cont.)

Bet Chabab	1,318
Blaouza	850
Bsharre	3,700
Chamat	2,284
Deghrine	471
Ehmidiye	637
Hadchit	800

DISTRICT OF SEKAA

Municipality	Budget L.L.S.
Zahlé	30,000
Mechghara	1,207
Taalbaya	900
El Ain Ellaa	2,000
Rayak	900
Joubb	600
Mrajdat	700
Barkaya	450
Barkhaya	11,300
Chtaoura	475
Kabbaylat	800
Ras Baalbeck	800
Hermel	2,242
Tell Kalakh	—

DISTRICT OF NORTHERN LEBANON

Municipality	Budget L.L.S.
Tripoli	120,301
El Mina	65,710
Bcharre	1,700
Miniara	817
Batroun	700
Kfarsghab	968
Chekka	10,000
Dekwaney	2,100
Hamatoura	1,138
Kfarhazir	637
Koubba	2,422
Kfar Akkha	410
Andqet	2,215
Kalhat	300
Kfarsghab	968
Qobe	2,000
Batroun	2,000

District of Northern Lebanon (Cont.)

Tannourine	388
Dinnie	647
Ehden	385
Diddo	481
Kfifane	474
Qor	438
Aley	—

DISTRICT OF SOUTHERN LEBANON

Municipality	Budget L.L.
Saida	35,000
Zahrani'	4,000
Ghazie	4,000
Maghdoche	3,500
Kfeir	600
Kafroun	300
El Kafroun	600
Mazraa	2,500
Haddaya	2,000
El Kfeir	600
Qour	6,000
Zrariye	1,500
Tibnine	300
Ain Ebel	2,000
Tyre	—

DISTRICT OF MOUNT LEBANON

Municipality	Budget L.L.
Aley	12,000
Sofar	3,500
Deir El Qamr	3,000
Aley	500
Bhamdoun	1,500
Bhamdoun Gare	1,000
Baisor	800
Kfarsaqra	500
Arsal	1,000
Majdal Mouawad	800
Dhabiye	1,000
Deir El Kamar	2,500

[illegible] (Cont.)

[illegible]

THE MUNICIPAL GOVERNMENT OF THE LEBANON

Appendix C*

The foregoing article had already been passed the previous week. Article 1,249 of March 11, 1952, on which the municipal administration of the Lebanon is largely based, was amended on a number of points by Legislative Decree 627, of September 12, 1952, — a decree promulgated by the President of the Republic on the proposal of the Minister of the Interior in virtue of the Emergency powers conferred on them by the decree of the then Commissioner of May 9, 1952 which suspended *inter alia* the existing Lebanese constitution. The amendments however only extend to details, of which the following are specifically dealt with in the article:

Incorporation — The minimum budget to be presented by any town wishing for incorporation was amounts to 500 L.L. (instead of 250). All municipalities already incorporated whose budget is below this sum may be dissolved by Governmental decree (Decree article 2 modifying Arrêté article 5).

Powers of Council — In addition to the general powers of decision and advice mentioned in the first paragraph of this section, Municipal Councils may nominate directly or present lists of suitable candidates to certain functions in accordance with existing laws and regulations. (Decree article 4 modifying Arrêté article 45).

Decisions of the Council which are necessary without further approval become effective within 15 days, (instead of 30), and may only be suspended by the administration for 8 days (instead of 15). (Decree article 7 modifying Arrêté article 67).

The nullity of ultra vires decisions is pronounced by the Minister of the Interior, either on his own initiative or on the motion of any party interested. From his decision there is no appeal, but the reasons for the decision must be given in full. (Decree article 10 modifying Arrêté article 93).

Powers of Mayors — The annulment of mayors become necessary within 15 days (instead of 30) after despatch to the administration. The powers of the mayors may annul or suspend them, but the decision must be given within 5 days. (Decree article 16 modifying Arrêté article 113).

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*Owing to Professor Rustow's absence on leave in America, he was not able to be present at the drafting and discussion of the last stages and changes in the law and so described in this appendix. Professor Rustow is, however, in the Department of Economy, kindly supplied the appendix to bring the study up to date.

[illegible] the [illegible] of the Levites, have found refuge in the [illegible] almost impenetrable valleys of Lebanon, where they could worship and live unmolested from outside. The various communities which have established themselves there have usually respected one another's beliefs and ways. There have been tension and rivalries between them, but in normal times they have lived peaceably together. It is true that for generations Lebanon was torn by internal strife, but it was the strife of factions and families. It was only for a short time during the nineteenth century that it took the form of a religious war, and even then the fundamental issues were social and political rather than religious.

The Lebanese tradition was also one of autonomy. Caliphs, Crusading rulers and Ottoman Sultans alike refrained from demanding more from Lebanon than tribute and the formal recognition of their sovereignty. They left the internal affairs of the Mountain to the care of local dynasts, more often than not members of local landowning families. Often Lebanon was partitioned between more than one of these dynasts; but on occasion a ruler succeeded in uniting the whole Mountain and even in extending his sway beyond it. His rule over the Lebanese, however, was never absolute. The social organization was feudal. Its principle and essence is that the ruler of the Mountain was elected by the feudal lords; and although this principle was not always observed, and the principal tended to become hereditary in a great family such as the Shihabs or Jumblatts, even the strongest member of such a dynasty would hesitate before interfering with the custom of the great landowners. As in medieval Europe, where the political power was in weak hands the permanent and rivalries of feudal lords led to civil war and chaos. It was not until the nineteenth century that the feudal organization began to break up.

This much is true of the whole Mountain. Among the Maronites however the tradition was enriched by several other strands. It was a tradition of [illegible]. More even than other Syrians were they were dominated by their clergy. The priests were national leaders, the centre around which turned the struggle of the community to survive and retain its identity; and the Maronite Patriarch, the only Patriarch residing in Lebanon itself, was a temporal as well as a spiritual power in the northern portion of the Mountain.